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STRATEGIC MANAGEMENT OF EXTRACURRICULAR PROGRAMS TO ENHANCE ELEMENTARY SCHOOL QUALITY THROUGH CHARACTER DEVELOPMENT: A CASE STUDY OF SDN JOGLO 10 PAGI AND SDN SEMANAN 14 PETANG, WEST JAKARTA

Rosmawati¹

Universitas Islam Nusantara Bandung, Indonesia (rosmawati151@guru.sd.belajar.id)

Hidayat

Universitas Jenderal Achmad Yani Cimahi, Indonesia (hidayat@lecture.unjani.ac.id)

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ABSTRACT

Kegiatan ekstrakurikuler memiliki peran strategis dalam pengembangan potensi dan pembentukan karakter siswa, namun pengelolaannya di sekolah dasar seringkali belum berbasis manajemen strategis yang komprehensif. Dengan menggunakan kerangka Wheelen & Hunger, penelitian ini menganalisis pengelolaan ekstrakurikuler di sekolah dasar dengan sistem belajar pagi dan petang. Penelitian dilakukan melalui pendekatan kualitatif dengan studi kasus, melibatkan kepala sekolah, guru pembina, dan siswa melalui wawancara, observasi, serta dokumentasi. Hasil penelitian memperlihatkan bahwa manajemen strategis dilaksanakan melalui lima tahap, yaitu: analisis lingkungan, formulasi strategi, pelaksanaan, evaluasi, dan tindak lanjut. Temuan menunjukkan bahwa setiap tahap masih dilakukan secara sederhana, misalnya analisis kebutuhan yang terbatas, formulasi strategi yang berorientasi pada jadwal, dan tindak lanjut yang belum berkelanjutan. Perbandingan antara sekolah pagi dan petang memperlihatkan adanya dinamika manajerial yang berbeda, yang menjadi kebaruan penelitian ini. Murid di sekolah pagi relatif lebih siap mengikuti kegiatan ekstrakurikuler, sedangkan murid di sekolah petang sering mengalami kelelahan fisik, keterbatasan waktu, dan menurunnya motivasi, sehingga efektivitas pengelolaan kegiatan berbeda dengan sekolah pagi. Penelitian ini menegaskan perlunya analisis kebutuhan yang lebih sistematis, formulasi strategi partisipatif, pelaksanaan kolaboratif, serta evaluasi dan tindak lanjut berbasis capaian karakter siswa agar kegiatan ekstrakurikuler dapat lebih bermakna dan berkelanjutan.

Keywords:	ABSTRACTS
Extracurricular Activities, Strategic Management, Pancasila Student Profile, Elementary School	Extracurricular activities play a strategic role in developing student potential and character, yet their management in elementary schools is often not based on comprehensive strategic management. Using Wheelen & Hunger's framework, this study analyzed the management of extracurricular programs in morning and afternoon elementary schools. A qualitative case study approach was employed, involving principals, extracurricular teachers, and students through interviews, observations, and documentation. The findings indicate that strategic management was implemented through five stages: environmental analysis, strategy formulation, implementation, evaluation, and follow-up. However, each stage was conducted in a relatively simple manner, including limited needs analysis, schedule-oriented strategy formulation, and follow-up that lacked continuity. Comparison between morning and afternoon schools revealed distinct managerial dynamics: students in morning schools were generally more prepared to engage in extracurricular activities, while afternoon school students often experienced physical fatigue, limited time, and decreased motivation, resulting in less effective program management. The study highlights the need for more systematic needs analysis, participatory strategy formulation, collaborative implementation, and evaluation and follow-up based on character development outcomes to ensure extracurricular activities are meaningful and sustainable.

A. INTRODUCTION

Elementary education in the 21st century faces new demands, requiring graduates not only to excel academically but also to possess 21st-century skills, including critical thinking, creativity, collaboration, and communication (4C). The Partnership for 21st Century Learning (P21) framework and the OECD Learning Compass 2030 emphasize these competencies as foundational for preparing students to face increasingly complex global challenges. This underscores the necessity of holistic and contextual learning experiences beyond intramural activities. Consequently, extracurricular activities play a strategic role in enhancing the overall quality of elementary education, providing students opportunities to develop interests, discipline, cooperation, and national responsibility (Julia et al., 2022; Syafrina et al., 2025). This aligns with Hidayat (2021), who highlights the importance of strategic management in education to support school transformation.

However, significant variations exist in extracurricular management. While some schools have developed flagship programs, others implement activities primarily for administrative compliance. Common challenges include limited data-driven planning, low parental involvement, suboptimal student participation, and constrained resources (Manda et al., 2025; Santosa, 2024). Simbolon et al. (2023) note that strategies excluding stakeholders tend to result in routine, non-innovative administration. International studies indicate that the effectiveness of extracurricular programs depends heavily on management quality; for instance, Wilson (2009) found that active student participation can improve social skills and academic performance, contingent on appropriate management strategies. Hidayat (2024) similarly emphasizes the need for data-driven management to enhance elementary education quality.

Previous Indonesian studies focus mainly on specific activities. Julia et al. (2022) report that arts participation boosts creativity and confidence; Elia (2025) highlights

scouting's role in developing discipline and leadership; Manda et al. (2025) show that success depends on mentor support and student engagement. Yet, comprehensive analysis of strategic management in extracurricular programs remains limited. Santosa (2024) even notes that evaluations often remain administrative, neglecting character development outcomes.

Theoretical and empirical gaps exist regarding the application of strategic management in extracurricular programs, particularly in urban elementary schools with morning and afternoon shifts. Morning students generally exhibit higher readiness, while afternoon students face fatigue, time constraints, and lower motivation, affecting program effectiveness. Comparative studies on management strategies between morning and afternoon schools are scarce.

This study aims to address: (1) the application of strategic management in extracurricular programs at SDN Joglo 10 Morning and SDN Semanan 14 Afternoon, West Jakarta; (2) differences in management between morning and afternoon school shifts; and (3) recommended strategies to strengthen extracurricular contributions to school quality.

The novelty of this research lies in applying Wheelen & Hunger's (2017) strategic management framework to comparatively analyze extracurricular management in morning and afternoon elementary schools. The study not only describes management practices but also assesses how strategic management influences the effectiveness of extracurricular activities in enhancing school quality, providing both theoretical insights and practical recommendations for urban elementary schools.

Strategic management is a systematic approach designed to assist organizations in formulating, implementing, and evaluating strategies to achieve long-term goals. Wheelen and Hunger (2017) define strategic management as a process encompassing environmental analysis, strategy formulation, implementation, and evaluation. In education, strategic management is particularly relevant as schools face dynamic challenges from policy changes, student needs, and societal demands. Hidayat (2024) emphasizes that strategic management is essential for ensuring the continuous improvement of elementary education through adaptive planning. When integrated with Islamic educational values, strategic management in schools not only emphasizes effectiveness and efficiency but also incorporates *amanah* (responsibility and integrity), *musyawarah* (collective and wise decision-making), *akhlaq* (ethics and noble character in all managerial processes), and *maslahah* (benefit and welfare for students and the community). By embedding these values, educational strategic management pursues not only academic objectives but also fosters institutions grounded in moral integrity, ethical conduct, and communal well-being.

The application of strategic management in elementary education provides clear guidance for school resource management. Asmara, Muazza, and Waldo (2024) note that value-capture approaches enable schools to leverage flagship programs, including extracurricular activities, to enhance competitiveness. Properly managed, extracurricular activities can strengthen school reputation and stakeholder engagement. Susanto (2025) further underscores that adaptive management integrates academic programs with character and religious development in boarding schools.

Extracurricular activities fundamentally support students' non-cognitive development. Julia et al. (2022) report that arts activities enhance creativity and self-confidence, while Syafrina, Handayani, and Rangkuti (2025) highlight their role in

fostering responsibility and collaboration. Elia (2025) demonstrates that scouting cultivates discipline and leadership, forming a critical foundation for school culture. These findings indicate that extracurricular programs are integral to character education.

Despite their benefits, implementation challenges persist. Santosa (2024) observes that many schools evaluate extracurriculars primarily through administrative records, without assessing impact on character development. Manda et al. (2025) note low student participation in program planning and execution, reducing effectiveness. Successful extracurricular management also depends on stakeholder involvement; active engagement of parents, school committees, and the community enhances program outcomes (Asmara et al., 2024; Susanto, 2025).

National education policies, including Merdeka Belajar and the Pancasila Student Profile, emphasize integrating intramural, co-curricular, and extracurricular activities to strengthen student character. While some schools successfully combine programs like scouting with character education (Elia, 2025), many still lack fully integrated management strategies (Santosa, 2024).

Previous studies often focus on specific extracurricular types, leaving a gap in understanding comprehensive management strategies in urban public elementary schools with morning and afternoon sessions (Julia et al., 2022; Elia, 2025; Asmara et al., 2024). This highlights both theoretical and empirical gaps.

To address these gaps, the present study applies Wheelen & Hunger's (2017) strategic management framework—environmental analysis, strategy formulation, implementation, and evaluation—to examine the management of extracurricular programs. The framework allows a comprehensive assessment of strategic effectiveness and facilitates comparative analysis between morning and afternoon schools (Hidayat, 2024; Susanto, 2025).

B. METHOD

This study employed a qualitative approach using a case study method. This approach was chosen because it allows researchers to gain an in-depth understanding of the management of extracurricular programs in elementary schools through direct interaction with participants. According to Creswell & Poth (2018), qualitative research aims to explore the meanings and perspectives of participants within their natural contexts, making it well-suited to the focus of this study.

The research was conducted at SDN Joglo 10 Pagi and SDN Semanan 14 Petang, West Jakarta, during the period of January–March 2024. Both schools were purposively selected as they represent differences in morning and afternoon learning systems, which are the focus of this study.

The study informants included school principals, extracurricular teachers, school committee members, as well as representatives of parents and students. A total of 12 participants were involved, consisting of six informants from SDN Joglo 10 Pagi and six from SDN Semanan 14 Petang. Informants were selected using purposive sampling with the following criteria: (1) directly involved in the planning or implementation of extracurricular activities, and (2) possessing a minimum of one year of experience in the relevant context (Sugiyono, 2021).

Data were collected through in-depth interviews, participatory observation, and document analysis. Interviews were conducted to explore strategies for managing

extracurricular activities from the perspectives of principals, teachers, and related stakeholders. Observations focused on the implementation of extracurricular activities, while documentation included work programs, activity reports, and meeting minutes. According to Miles, Huberman, & Saldaña (2018), triangulating data collection techniques is essential for enhancing the credibility of research findings.

Data analysis was conducted interactively, involving data reduction, data display, and conclusion drawing/verification (Miles et al., 2018). Data from interviews, observations, and documentation were categorized according to research themes, then compared across informants and schools to identify patterns of similarity and difference in extracurricular management strategies.

To ensure validity, this study employed both source and technique triangulation. Additionally, member checking was conducted by confirming interview results with the informants. This aligns with Rahman (2023), who emphasizes that validation through member checking and triangulation can enhance the trustworthiness of qualitative research findings.

C. RESULT AND DISCUSSION

Findings

The research findings indicate that the management of extracurricular programs at SDN Joglo 10 Pagi and SDN Semanan 14 Petang exhibited distinct patterns when analyzed using Wheelen & Hunger's strategic management framework. From the initial stage of formulation, Joglo emphasized the involvement of various stakeholders in needs analysis. Observation of school work meetings revealed active contributions from teachers, parents, and the school committee, while the 2024 School Work Plan (Rencana Kerja Sekolah) documented six main extracurricular activities: scouting, dance, drawing, marawis, Quran recitation (BTQ), and marching band. The principal stated:

"At the beginning of each academic year, we hold a major meeting. All teachers, extracurricular supervisors, and even parents are involved. Their suggestions are recorded, such as maintaining scouting, adding marawis, or developing the marching band. Everything is aligned with the school's vision to ensure activities are truly relevant to the students' needs." (Interview, Principal of Joglo, 2025).

In contrast, Semanan tends to maintain activities from the previous year. Observations showed that extracurricular programs remained relatively unchanged, including scouting, dance, futsal, marawis, and the Red Cross Youth (PMR). Documentation of the 2024–2025 activity reports did not note any new activities. An extracurricular teacher explained:

"Usually, we continue the existing activities without lengthy discussions. Students actually want more variety, but due to limited afternoon learning time, it is difficult to introduce new programs." (Interview, Extracurricular Teacher, Semanan, 2025).

These findings demonstrate that Joglo conducts more in-depth needs analysis considering both internal and external factors, while Semanan follows a routine pattern without significant innovation. This difference extends to the strategy formulation stage. Joglo formulates strategies in writing through the RKS and RKAS, complete with objectives, targets, indicators, schedules, and budgetary support. Document observation revealed specific targets, such as preparing the marching band for city-level

competitions and the dance program for district-level performances. The dance teacher explained:

“Dance activities are always included in the annual program, with the target of performing at arts events. We have a clear practice schedule and support from parents. So it is not merely routine practice, but directed toward achieving specific goals.” (Interview, Dance Teacher, Joglo, 2025).

Conversely, strategy formulation in Semanan is more implicit. Observations showed no specific documents containing performance indicators for extracurricular activities. Program formulation is more administrative to meet school reporting requirements. A student even expressed boredom due to the lack of activity variety:

“I like futsal, but I often get bored because there are no new activities. In other schools, there is marching band or drawing, but here there isn’t. We only have futsal, scouting, marawis, PMR, and dance. Even then, sometimes friends don’t participate because they are tired from studying until late afternoon.” (Interview, Student, Semanan, 2025).

During the implementation stage, differences were also apparent. Joglo conducted activities consistently according to schedule. Field observations indicated high student attendance, averaging above 80%, especially for scouting and marching band. Photographic documentation showed intensive marching band practice before competitions. The scouting teacher remarked:

“Every Friday afternoon, we train the scouting students. They are enthusiastic because they know the activities are not just practice, but also preparation for competitions. Likewise, marawis and BTQ have stable participation. Students have many activity options, so they do not get bored quickly.” (Interview, Scouting Teacher, Joglo, 2025).

At Semanan, implementation was less optimal. Futsal observations showed only about half of the students attending regularly. Attendance records indicated a 50–60% participation rate. The futsal teacher acknowledged that the main obstacle was student fatigue due to the afternoon schedule:

“If futsal is held after lessons, many students are already tired. Of the 30 registered students, sometimes only 15 attend. Students enjoy futsal, but because classes are in the afternoon, their energy is depleted. As a result, many choose to go home directly.” (Interview, Futsal Teacher, Semanan, 2025).

Differences were also evident in the evaluation stage. Joglo conducted formal evaluations at the end of each semester, supported by activity reports, photographic documentation, and supervisor meetings. The vice principal explained that evaluation served as the basis for program improvement:

“At the end of each semester, we evaluate all activities. For example, if scouting wins a competition, it is recorded as a success. But there are also notes on shortcomings, such as drawing activities being less popular. From these evaluations, we take follow-up actions, such as changing the supervision method.” (Interview, Vice Principal, Joglo, 2025).

At Semanan, evaluation remains minimal. Observations revealed that supervisors only produced administrative reports without in-depth analysis. An extracurricular teacher stated:

“We usually just report the number of activities. If there are shortcomings, they are briefly discussed. There is no dedicated forum for detailed evaluation discussions. Therefore, issues often recur from year to year.” (Interview, Extracurricular Teacher, Semanan, 2025).

In the follow-up stage, Joglo demonstrated seriousness in improving and developing programs. Committee meeting documentation recorded proposals for adding music activities for the following year. The marawis teacher emphasized that evaluation results were always acted upon:

“Based on evaluation results, we often make improvements. For instance, if students suggest the marching band perform at a district event, we provide more intensive training. Similarly, for BTQ, we add practice hours to be more effective. Thus, evaluation results are directly used to enhance program quality.” (Interview, Extracurricular Teacher, Joglo, 2025).

Meanwhile, follow-up at Semanan was more temporary. Observations revealed technical solutions, such as borrowing facilities from other schools. An extracurricular teacher acknowledged:

“If there is a facility issue, we usually borrow from another school. If schedules conflict, we just change them. So it is mostly short-term solutions, without long-term planning for follow-up.” (Interview, Extracurricular Teacher, Semanan, 2025).

Analysis/Discussion

The study found that both morning and afternoon elementary schools conducted a basic environmental analysis by identifying student needs, available facilities, and parental support. While this analysis tended to be descriptive and not deeply comprehensive, it provided an initial overview of the schools’ internal and external conditions. According to Wheelen and Hunger (2017), an ideal environmental analysis should encompass internal and external factors, including strengths, weaknesses, opportunities, and threats. In the context of elementary education, environmental analysis is essential to align extracurricular programs with children’s developmental needs and community expectations (Hidayat, 2024). Comparatively, morning schools focused more on identifying student needs and facility availability, whereas afternoon schools paid greater attention to parental support. These findings indicate that, although the schools’ analyses remain limited, the practices align with the theoretical framework of strategic management and reveal potential for more in-depth analysis in both systems.

Consistent with previous studies (Syafriana, Handayani, & Rangkuti, 2025; Santosa, 2024; Manda, Lubis, & Rahmi, 2025), the findings indicate that schools’ limited student involvement and focus on routine practices restrict the relevance and effectiveness of extracurricular programs. To enhance effectiveness, schools should adopt systematic mechanisms such as student interest surveys, parent forums, and stakeholder mapping, reflecting the value capture approach recommended by Asmara, Muazza, and Waldo (2024).

Strategy formulation in the schools was conducted through teacher council meetings, discussions with school committees, and principal directives. The focus was primarily on selecting activities, scheduling, and aligning with the academic calendar. Ideally, strategic formulation should integrate vision, mission, objectives, and policies consistent with environmental analysis (Wheelen & Hunger, 2017; Hidayat, 2024). Although the schools’ strategies were practical, they remained top-down, limiting student input and potential innovation. Incorporating student perspectives and

interests could increase responsiveness and relevance (Asmara, Muazza, & Waldo, 2024; Syafrina, Handayani, & Rangkuti, 2025).

Implementation was generally effective, involving teacher assignment, scheduling, and provision of facilities. However, constraints such as limited resources and varied student interests affected program quality. Effective implementation requires leadership, teacher competence, and stakeholder engagement (Wheelen & Hunger, 2017; Hidayat, 2024). Previous studies also emphasize that proper preparation, resource availability, and teacher support are critical for successful execution of scouting and arts programs (Elia, 2025; Julia, Sari, & Hapsari, 2022). Schools must focus on quality and participatory approaches to ensure meaningful learning experiences.

Evaluation practices were predominantly administrative, emphasizing attendance and activity completion rather than character development outcomes. Effective strategic evaluation should assess the extent to which implementation achieves intended objectives (Wheelen & Hunger, 2017; Hidayat, 2024). Incorporating student, teacher, and parent feedback, along with clearly defined indicators, can enhance the relevance and impact of programs (Santosa, 2024; Syafrina, Handayani, & Rangkuti, 2025; Elia, 2025).

Follow-up activities were limited to reporting and simple recommendations, lacking a formal, continuous strategic management cycle. Without systematic follow-up, innovation and program sustainability are compromised, and schools risk repeating past shortcomings. Formalizing follow-up as part of annual strategic planning, involving all stakeholders, can ensure continuous improvement and relevance of extracurricular programs (Wheelen & Hunger, 2017; Asmara, Muazza, & Waldo, 2024; Syafrina, Handayani, & Rangkuti, 2025).

Afternoon schools are structurally constrained in implementing strategic management due to interrelated factors: both students and teachers experience fatigue after morning activities, parental support is limited because of afternoon commitments, and institutional priorities focus more on routine administration than program innovation. This combination results in extracurricular planning, implementation, and evaluation that tend to be top-down, routine, and less responsive to student needs, thereby limiting the capacity of afternoon schools to apply comprehensive strategic management.

Overall, the findings suggest that while elementary schools conduct basic environmental analysis, formulate strategies, implement activities, and perform evaluations, these processes remain largely administrative and top-down. Greater student involvement, systematic evaluation, and formalized follow-up are needed to enhance the strategic value, quality, and sustainability of extracurricular programs.

D. CONCLUSION

This study indicates that strategic management of extracurricular activities in elementary schools with morning and afternoon learning systems has been implemented in accordance with Wheelen & Hunger's framework, albeit in a simplified form. At the environmental analysis stage, schools generally assessed student needs without comprehensive instruments. Strategy formulation was primarily oriented toward scheduling and principal directives, while implementation relied on teacher supervision but faced limitations in facilities and low student participation. Strategy

evaluation emphasized administrative aspects, and follow-up had not yet been formalized as a continuous improvement cycle.

The findings highlight that the success of strategic management in extracurricular activities is strongly influenced by stakeholder involvement, the capacity of supervising teachers, and integrated evaluation and follow-up mechanisms. The study reveals a gap between strategic management theory, which emphasizes a comprehensive cyclical process, and practice in elementary schools, which remains partial. The novelty of this research lies in its comparative analysis of morning and afternoon schools, revealing differences in managerial dynamics and contributing to the literature on elementary education management in Indonesia.

Based on the findings, it is recommended that elementary schools develop more systematic needs assessment mechanisms, involve students and parents in strategy formulation, enhance collaboration during implementation, and establish evaluation and follow-up instruments based on character development outcomes. By adopting these measures, extracurricular activities can move beyond routine practices to become a strategic educational tool that fosters competitive, meaningful learning and contributes to character building in alignment with the Pancasila Student Profile vision.

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